

TURKMENISTAN

RESULTS, REVIEW AND RESOURCE REQUEST (R4)

**USAID Central Asia Regional Mission
Almaty, Kazakhstan
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The attached results information is from the FY 2001 Results Review and Resource Request (R4) for Turkmenistan and was assembled and analyzed by USAID/CAR.

The R4 is a “pre-decisional” document and does not reflect results stemming from formal USAID reviews. Additional information on the attached can be obtained from Jeff Evans, ENI/PCS

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Please Note:

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I. OVERVIEW AND FACTORS AFFECTING PROGRAM PERFORMANCE

U.S. National Interests and Goals

USAID/CAR directly supports U.S. foreign policy in Turkmenistan. In his March 1999 testimony before a subcommittee of the House International Relations Committee, Ambassador Stephen Sestanovich reaffirmed U.S. interest in Central Asia and said that "Today, our overarching goal in American policy in Central Asia remains securing the sovereignty, independence and territorial integrity of the states of the region. To advance this objective, our diplomacy focuses on four key issues: formation of democratic political institutions, market economic reform, cooperation among these countries and with us, and responsible security policies." This is echoed in the Mission Performance Plan goal of helping the country to become an economically and politically viable nation, independent of both Russia and Iran. The U.S. has promoted market-based economic reform, respect for human rights and transition to a pluralistic society.

Turkmenistan possesses the world's fourth largest natural gas reserve as well as significant oil resources; the U.S. has a particular interest in ensuring that these resources are delivered to world markets. Indeed, in his testimony, Ambassador Sestanovich noted that among the most important challenges faced by the Central Asian Republics and an area where "both U.S. economic concerns and the CAR imperatives for regional cooperation come together is in the development of east-west pipelines to take Central Asian and Caspian energy to international markets in the West." He noted that "whether and how these countries cooperate will have a lot to do with how -- even whether they succeed as independent market economies." He cited the TransCaspian pipeline as "an idea which is succeeding". Among the recent positive events with the pipeline have been the signing of the TransCaspian pipeline agreement by the Government of Turkmenistan; the naming of two U.S. companies to head a consortium to finance and build the two to three billion dollar pipeline westward under the Caspian Sea and the recent

Summary Progress in Implementing the Strategic Plan

While USAID/CAR has achieved some of the results identified in its strategic plan, there is little progress overall. Unlike other countries in the region, USAID/CAR has only recently become substantively involved in policy reform in Turkmenistan and was overly optimistic in predicting what could be accomplished in a year. The Government of Turkmenistan has not yet made a demonstrable commitment to democratic and economic reform. Worsening economic conditions also make change more difficult. This underscores both the difficulty and need for USAID/CAR to be strategic and long term in planning assistance.

With USAID assistance, the Government made some progress in improving its management of the national budget. Until 1998, it was difficult for the government to maintain any fiscal control as over half of government expenditures were effectively off the budget. Parliament took an important step by passing a 1999 budget which accounted for over 95% of all government budgetary revenues. A second positive step was the adoption of a civil code in 1998 which supports basic economic and civil

society rights. Since then, USAID-funded legal advisors have worked with government counterparts on developing the legal and regulatory framework for customs, copyright and intellectual property rights, and the registration and operation of businesses. This advice has been incorporated in new legislation governing private sector operations. It is expected to be ratified during the next six months.

There has been a surprising four-fold increase in the number of non-governmental organizations (NGOs) in the past year. There have also been positive developments in the areas of health and women's services. A new NGO Network for Health project has been developed in one area. Nonetheless, the national government continues to be suspicious of those organizations which it neither sponsors nor controls. Both U.S. private voluntary organizations and grassroots community-based organizations have great difficulty in getting registered and gaining acceptance by the central government.

However, Turkmenistan's leadership appears to be heeding and following the advice of USAID-funded oil and gas specialists. The government has begun to restructure and regulate the oil industry sector according to international standards (USAID/CAR's Regional R4 provides more information on energy and environment issues and achievements).

Country Factors That Have Influenced Progress

Authority and decision-making remain highly centralized in the presidency. There is no independent press, no independent political parties, no independent trade unions or public associations and no overt public dissent. Parliamentary elections are scheduled for December 1999. While these may be multi-candidate elections, it is extremely unlikely that there will be independent parties. Facing the authoritarian structures in place, USAID/CAR is identifying and supporting progressive elements within the Government who offer hope and opportunity.

The general economic situation has continued to deteriorate. The International Monetary Fund (IMF) has failed to reach agreement with the government on the terms for an IMF stand-by arrangement.

No official statement indicating interest or intent to join the World Trade Organization has been announced. There has also been no renewal or revitalization of the stalled government privatization process. The nascent private sector remains stifled by government interventions, cumbersome registration procedures and restricted access to credit and foreign exchange. The prospects for significant macro-economic reform grow more remote as the leadership tries to stem rapidly declining economic conditions by strengthening state control.

Key Mission Management Actions

USAID/CAR is shifting its assistance to those areas where there is some evidence of Government interest. Since the Government is unwilling to privatize state-owned enterprises, USAID/CAR will concentrate on the creation and growth of new enterprises. USAID is initiating a long-term effort to improve commercial law, increase technical assistance to new businesses, better target lending

activities, and possibly work in accounting reform. Assistance will be increased for budget reform, where prospects appear better and the need greater. USAID/CAR will provide more opportunities for training and exposure to the political and economic systems of other countries. USAID/CAR also shifted \$1 million from the country portfolio to USAID/CAR's regional energy activities to expand assistance for gas and oil regulatory reform.

Maternal and child health in Turkmenistan is among the worst in the former Soviet Union. USAID is increasing its ability to provide help by stationing a full time health advisor in Turkmenistan and supporting a new partnership program in primary health care training. This is modeled on a successful partnership which improved emergency medical care. Finally, in view of the need to reform agricultural policy and practices, USAID/CAR will provide expert policy advice through USDA. USAID/CAR is also considering a regional or local initiative for Turkmenistan to concentrate efforts in one area.

Prospects for Progress through 2001

Recent experience in working with the government on the Trans- Caspian Pipeline demonstrates that change can occur quickly when there is presidential support. USAID/CAR is optimistic about the possibilities for change in the energy sector and will continue to pursue change in health services, budget reform, and private sector growth.

There are opportunities to work at the provincial level? particularly on issues such as health care, social security and education, that matter to local officials. Although the country is not yet ready for a broad democracy program, USAID will continue to stress the role of civil society organizations as partners with the state to alleviate social problems and lead community development. Special initiative earmark funds will be used to meet health needs, especially for family planning and for infectious disease control and prevention.

Despite some successes, USAID/CAR needs to be aware of the overall limited possibilities for assistance and maintain moderate funding levels commensurate with the results achieved thus far.

II. RESULTS REVIEW BY STRATEGIC OBJECTIVE

S.O. 1.2: Increased soundness of fiscal policies and fiscal management practices

Summary

The Government of Turkmenistan faces a potentially severe fiscal crisis. The nation's financial conditions have worsened, in large part due to a sharp drop in export revenues when Turkmenistan ceased exporting gas through the Russian pipeline system. Depressed oil and cotton prices have also had a negative effect on the economy.

Government expenditures rose sharply in 1998 as a result of substantial real-wage increases in the public sector. This sector continues to be over-staffed and relatively inefficient, with commercial and governmental functions blurred together. Other expenditures have not been cut sufficiently. The national debt is rising; the government will not be able to close its 1998 accounts for many months.

Achieving this objective would help combat the worsening economic situation, by improving budgetary and expenditure policies and by offering a more rational allocation of scarce government resources.

USAID assistance enables the government to make positive changes in budget management procedures. The pace of change will likely be too gradual to avoid a fiscal crisis - especially in the absence of an IMF macroeconomic program. Turkmenistan has been the slowest country in the region to move toward market liberalization. It has made little progress in privatization and financial sector reform or in liberalization of its trade regime. Slight progress has been made in price liberalization; the government has maintained price controls on energy products and subsidizes some basic consumer goods.

The direct beneficiaries of this objective are the national and local government agencies that need sound budget policies, government employees and all entities with whom the government is in arrears.

Indirect beneficiaries would include all Turkmen citizens. Sound fiscal policies and management practices contribute to both short- and long-term economic stability and make a significant contribution toward the growth potential of the economy.

Key Intermediate Results

Three key intermediate results are necessary to achieve this strategic objective: 1) improved budget management; 2) less inflationary government borrowing; and 3) the compliance with the conditions of international financial institutions (IFIs), particularly the World Bank and the IMF.

Performance and Prospects

Overall progress in achieving this objective in 1998 did not meet expectations. At the end of 1998, some progress was made when the *Mejlis* (Parliament) approved the Appropriation Law for 1999. The 1999 Budget included some positive movements in disclosure and coverage. Coverage was expanded to include more information on the large funds and to include some new sectors. Unfortunately this expanded budget does not appear to include meaningful management oversight or monitoring. Monitoring by the Treasury is confined to the entities within earlier budgets but not those added this past year. The expanded budget still covers state-owned commercial operations as well as public services without differentiation. The 1999 Budget gives more prominence to government debt, however there is no differentiation between principal and interest payments. It does however disclose the amount of state subsidies for gas, water, electricity, salt and flour.

As the economic situation continues to deteriorate in the near term, the government will probably tighten up management of the dwindling public sector resources. Budget reform will be a priority. This is an area where governmental interests coincide with those of USAID. The government is amenable to USAID's budget reform approach, as this approach will not require the government to cede authority and control to unknown institutions.

Possible Adjustments to Plans

USAID will shift from a strategy of demonstration activities to more active participation in budget reform. This will entail formal training, on-the-job training and assistance in the areas of reporting and analysis. The development of professional staff proficiency will require sustained effort over the next few years. USAID will also increase work at the local and intergovernmental levels. These activities will help the government establish and maintain firmer control over the allocation of its scarce resources.

Other Donor Programs

Although the IMF does not currently have a macro-economic program in place, it does provide limited technical assistance to the Central Bank and the Ministry of Economy and Finance in the area of fiscal policy reform and Central Bank operations. EU/TACIS, through GTZ, has provided assistance to revise the Tax Code. The World Bank will restart its technical assistance and training in upgrading the computerized budget capability of the Ministry of Economy and Finance. The UNDP has just signed an agreement with this ministry to provide technical assistance and training in the budget reform area.

Principal Contractors, Grantees and Agencies

Booz-Allen & Hamilton Inc. provides technical assistance in budget and fiscal reform.

Performance Data Tables

STRATEGIC OBJECTIVE: 1.2 Increased Soundness of Fiscal Policies and Fiscal Management Practices			
APPROVED: 12/07/96 COUNTRY/ORGANIZATION: Turkmenistan, USAID/CAR			
RESULT NAME: S.O. 1.2 Increased soundness of fiscal policies and fiscal management practices			
INDICATOR: General government deficit as a percent of GDP			
UNIT OF MEASURE: Percent SOURCE: International Monetary Fund INDICATOR DESCRIPTION: Expenditures less revenues as a percent of GDP COMMENTS: Comparison of deficits between 1997 and 1998 is difficult because the 1997 budget covered only a fraction of government of Turkmenistan expenditures.	YEAR	PLANNED	ACTUAL
			1.6%
	1996		1.0%
	1997	0.6%	1.0%
	1998	0.2%	3.0%
	1999	0.1%	
	2000	0.095%	
	2001	0.09%	

STRATEGIC OBJECTIVE: 1.2 Increased Soundness of Fiscal Policies and Fiscal Management Practices			
APPROVED: 12/07/96 COUNTRY/ORGANIZATION: Turkmenistan, USAID/CAR			
RESULT NAME: IR 1.2.2 Government of Turkmenistan (GOT) complied with the International Financial Institutions? conditions.			
INDICATOR: The Government of Turkmenistan complied with the International Financial Institutions? conditions.			
UNIT OF MEASURE: Yes - No - Partial SOURCE: Booz-Allen & Hamilton Inc. INDICATOR DESCRIPTION: GOT adheres to conditions set forth by the IFIs for additional assistance COMMENTS: The Government of Turkmenistan was completely out of compliance with IFI conditions in 1998. There is no agreement with IMF or IBRD.	YEAR	PLANNED	ACTUAL
	1995		
	1996		N
	1997	P	N
	1998	Y	N
	1999	Y	
	2000	Y	
	2001	Y	

STRATEGIC OBJECTIVE: 1.2 Increased Soundness of Fiscal Policies and Fiscal Management Practices			
APPROVED: 12/07/96 COUNTRY/ORGANIZATION: Turkmenistan, USAID/CAR			
RESULT NAME: IR 1.2.4. Improved budget management			
INDICATOR: Off-budget expenditures of Consolidated National Budget			
UNIT OF MEASURE: Percent SOURCE: Budget Reform Unit, a USAID contractor INDICATOR DESCRIPTION: Off-budget share of Consolidated National Budget COMMENTS: The 1999 Mejlis Appropriation included a three-fold increase in GOT entity coverage: 95 percent (up from an estimated 30 percent for the 1998 budget).	YEAR	PLANNED	ACTUAL
	1996		N/A
	1997	50%	50%
	1998	30%	5%
	1999	20%	
	2000	10%	
	2001	0%	

STRATEGIC OBJECTIVE: 1.2 Increased Soundness of Fiscal Policies and Fiscal Management Practices			
APPROVED: 12/07/96 COUNTRY/ORGANIZATION: Turkmenistan, USAID/CAR			
RESULT NAME: IR 1.2.4.1 Government Borrowing Is Less Inflationary			
INDICATOR: Central Bank of Turkmenistan (CBT) Share in Deficit Financing			
UNIT OF MEASURE: Percent SOURCE: International Monetary Fund in Turkmenistan INDICATOR DESCRIPTION: Share of CBT credit to the government as a percentage of total deficit financing COMMENTS: The government continues to use the Central Bank's credits to finance its deficit.	YEAR	PLANNED	ACTUAL
	1996		100%
	1997(B)	60%	100%
	1998	50%	98%
	1999	40%	
	2000	30%	
	2001	20%	

S.O. 1.3: Accelerated development and growth of private enterprises

Summary

Turkmenistan's state-controlled economy is failing to meet the needs of its citizens. The private sector must grow to improve the standard of living. In 1997, when USAID began work on this objective in Turkmenistan, the private sector only generated 20 percent of GDP. This figure appears to have barely increased since then, although estimates for 1998 are not yet available. Privatization continues to lag. The government has impeded growth in the private sector by requiring burdensome registration procedures and by limiting access to credit and foreign exchange.

The commercial and official foreign exchange rates were unified in April 1998, implicitly depreciating the official rate by 25 percent. The government of Turkmenistan continues to control imports by screening access to non-cash foreign exchange auctions. In addition, surrender requirements on hard currency export earnings remain in place, thereby aggravating currency nonconvertibility. In late 1998, the International Monetary Fund (IMF) failed to reach an agreement with the government on the terms for a stand-by arrangement. As the general economic situation continues to deteriorate, the government appears close to recognizing the need for systematic economic reform policies, but this has not yet occurred.

USAID continues to provide assistance in market-oriented reform, especially improving the legal and regulatory environment for private business. In addition to supporting the growth of Turkmenistan's small private sector, such assistance will facilitate entry into the World Trade Organization when the government decides to. As the legal and regulatory environment for businesses in Turkmenistan improves, USAID will consider greater direct financial and technical support for small and medium sized enterprises (SME).

Key Intermediate Results

Three key intermediate results are necessary to achieve this strategic objective: 1) an improved operational environment for private sector growth; 2) improved human resources so as to enhance the functioning of a market economy; and 3) increased availability of and access to capital and technological resources for the private sector.

Performance and Prospects

Overall progress in achieving this objective in 1998 did not meet expectations. There has been little privatization in Turkmenistan. The national government has shown no serious commitment to the development of the private sector. Even where private enterprises have started to succeed, the government has often intervened to stifle them.

Despite the overall stagnation of performance on this objective, some progress has been made with USAID assistance. The most significant results achieved were: 1) enactment of amendments to the

Civil Code in July 1998; 2) a draft presidential decree to abolish various administrative barriers to trade; and 3) draft legislation in the areas of foreign investment, registration, competition, customs, copyright and intellectual property rights.

In addition, USAID assisted nine private-sector companies, resulting in one small business doubling sales, and the development of credit analysis and business planning capacities at the Ashgabat Commercial Bank. USAID, through the Central Asian American Enterprise Fund (CAAEF), has had moderate success in financing SMEs, even though CAAEF was forced to write off its two largest equity investments in 1998. CAAEF will now pursue a strategy that focuses exclusively on SMEs in Turkmenistan.

At the initiative of the Embassy and the U.S. Department of Agriculture (USDA), USAID is funding a USDA policy advisor to the Ministry of Agriculture and Water Resources. While there have been some indications of moves towards progressive privatization of land and other agricultural assets, recent dialogue with the government has not been encouraging. USAID provided exploratory assistance on land titling and registration, but will not proceed without an unequivocal commitment from the Government of Turkmenistan.

Largely as a result of the Privatization Roundtable held by USAID with the government in February 1999, USAID began a dialogue with the government on the major problems that the privatization effort faces. The fundamental obstacle is the lack of political will by the national leadership. Without a presidential decision to relinquish control over productive assets and operations, privatization will continue to languish.

Possible Adjustments to Plans

Given the lack of government support for privatization (including land privatization), in May 1999 USAID will evaluate whether to continue support in this area. As there appears to be no government commitment to join the World Trade Organization, USAID support will focus on the development of vital commercial legislation in 1999. USAID is exploring the possibility of establishing a microcredit program in Turkmenistan in 1999 to complement the new SME focus of CAAEF.

Other Donor Programs

EU/TACIS has been providing assistance in the areas of privatization, agriculture and private sector development. The European Bank for Reconstruction and Development (EBRD) has a loan program for small and medium-sized enterprises.

Principal Contractors, Grantees or Agencies

Booz-Allen & Hamilton Inc. helps with trade and investment reform and corporate privatization. Grantees include the International Executive Service Corps (IESC) which provides direct volunteer

technical assistance to small and medium enterprises and CAAEF, which provides loan and equity investments to Turkmenistan companies.

Performance Data Tables

STRATEGIC OBJECTIVE: 1.3 Accelerated Development and Growth of Private Enterprises			
APPROVED: 7/12/1996 COUNTRY/ORGANIZATION: Turkmenistan, USAID/CAR			
RESULT NAME: S.O. 1.3 Accelerated development and growth of private enterprises			
INDICATOR: Increase in private sector GDP market share			
UNIT OF MEASURE: Percent SOURCE: European Bank for Reconstruction and Development INDICATOR DESCRIPTION: Share of GDP generated by private enterprises COMMENTS: In prior years, this indicator has used data from the State Statistics Office of Turkmenistan. Those data show the private sector share of GDP as 20% and 22% in 1997 and 1998 respectively. This year, EBRD statistics have been adopted, as they are believed to be more reliable. As a result of this change, the ?Planned? column has been rebased to actual 1997, the latest year for which data are available from the EBRD.	YEAR	PLANNED	ACTUAL
	1995	0	15%
	1996	0	20%
	1997	0	20%
	1998	20%	N/A yet
	1999	22%	
	2000	25%	
	2001	30%	

STRATEGIC OBJECTIVE: 1.3 Accelerated Development and Growth of Private Enterprises			
APPROVED: 7/12/1996 COUNTRY/ORGANIZATION: Turkmenistan, USAID/CAR			
RESULT Name: IR 1.3.1.1 Improved policies, laws and regulations in place to ensure competition and allow for easy market entry and exit			
INDICATOR: Critical policies, laws, and regulations that are consistent with international standards are published			
UNIT OF MEASURE: Number SOURCE: Booz-Allen & Hamilton Inc. INDICATOR DESCRIPTION: Number of policies, laws and regulations published with drafting and implementation assistance provided by USAID COMMENTS: Targets were adjusted downward in 1997 to make them more realistic.	YEAR	PLANNED	ACTUAL
	1997	10	4
	1998	20	5
	1999	30	
	2000	50	
	2001	50	

STRATEGIC OBJECTIVE: 1.3 Accelerated Development and Growth of Private Enterprises			
APPROVED: 7/12/1996 COUNTRY/ORGANIZATION: Turkmenistan, USAID/CAR			
RESULT NAME: IR 1.3.2 Human resources improved to function in a market economy			
INDICATOR: Number of people trained by USAID			
UNIT OF MEASURE: Number SOURCE: Booz-Allen & Hamilton Inc. INDICATOR DESCRIPTION: Number of people trained through seminars, roundtables or one-on-one encounters COMMENTS: Targets were reduced in 1997 to make them more realistic.	YEAR	PLANNED	ACTUAL
	1997	100	98
	1998	200	503
	1999	400	
	2000	500	
	2001	500	

Special Initiatives 4.1: Democracy

Summary

The special initiative in democracy provides modest assistance to encourage the growth of a civil society sector in Turkmenistan and the acceptance of this sector by the populace and the government. At this time, the government is not willing to make the kind of changes which would justify greater support in democracy. It is hoped that this work will open the citizenry and government to new ideas of pluralism which will lay the basis for civil society in the future. There has been a surprising fourfold increase in the number of non-governmental organizations in Turkmenistan over the last year. Turkmen citizens are becoming more interested in improving their society.

The central government continues to suspect and resist civil society development. The government, for example, is reluctant to register U.S. and international PVOs, and new grassroots NGOs. It occasionally harasses existing NGOs. Nonetheless, over the past year some signs of government interest in reformation have been visible. A new civil code^{one more open to civil society} was passed with USAID assistance, and the USAID civil society implementing partner was eventually registered by the government. Over the next year, USAID will continue to monitor government actions and results in civil society and expand its work where opportunities occur.

Performance and Prospects

USAID has found that local *vilyet* (province) and *rayon* (district) level government officials are the most supportive of NGO activity. Grassroots NGOs in Dashowuz, Lebap and Balkhan vilyets of Turkmenistan working on potable water use and education have received the full support of their local governments. In addition, work with traditional civic networks in communities of Dashowuz vilyet indicates that such groups enjoy wide-spread constituency and may be the most sustainable. USAID will continue to encourage NGOs, especially on the local level and within traditional communities outside the capital city of Ashgabat.

USAID will soon implement three new civil society activities: the development of a law student association, the opening of a legal information center, and work on legal rights of women. USAID will try to engage the government on NGO legislative reform. In addition, USAID will seek to draw links in select localities between assistance for civil society and assistance in budget reform and health services. In all of these efforts, USAID will coordinate with other donors in the country, particularly United Nation agencies and the new Organization for Security and Cooperation in Europe (OSCE) Center.

Possible Adjustments to Plans

The success of current and planned activities will determine the direction and extent of future activities in democracy. USAID may support a customer survey to evaluate citizens' desire and

potential for involvement in decision-making on the local levels. This survey would help USAID to judge what accomplishments can realistically be expected in Turkmenistan's civil society

Other Donors

Other donors working in the democracy sector are the OSCE, which has just opened a center in Ashgabat and the UN Development Program (UNDP), which assists NGOs.

Principal Contractors, Grantees or Agencies

Counterpart Consortium, a project of Counterpart International, and ISAR: the Initiative for Social Action and Renewal in Eurasia, an organization assisting the development of local environmental NGOs, are the two USAID-funded American NGOs administering assistance in the sphere of civil society development. In addition, the American Bar Association/Central and East European Law Initiative (ABA/CEELI) will soon begin organizing a law student association and setting up a legal information center.

Performance Data Tables

OBJECTIVE: 4.1 Special Initiatives: Democracy Initiative			
APPROVED: 10/1/97		COUNTRY/ORGANIZATION: Turkmenistan, USAID/CAR	
RESULT NAME: Citizen participation in NGOs strengthened.			
INDICATOR: Increased number of NGOs.			
UNIT OF MEASURE: Number of NGOs in the Counterpart Consortium database. SOURCE: Counterpart database. INDICATOR DESCRIPTION: Number of NGOs in the Counterpart database. COMMENTS: * The significant increase in results for this indicator are most likely due to the increased USAID/CAR civil society programming over the last year. This program only began in 1997. ** Targets have been adjusted due to higher results than expected in FY98.	YEAR	PLANNED	ACTUAL
	1997	NA	35
	1998	45	147*
	1999	165**	
	2000	180	
	2001	195	
	2002	205	

Special Initiatives 4.1: Preventive health care

Summary

When Turkmenistan became independent in 1991, it was unable to manage the expensive, specialized Soviet health care system. It was not until 1995 that the government announced a "Presidential Health Program" to improve the health of the population and to increase life expectancy. Since this time the government has struggled to develop a national health strategy. In spite of this slow progress by the government, USAID has been able to provide some limited assistance in reproductive health, infectious diseases and medical partnerships. The medical partnership improved emergency health care over the past five years. This progress is significant, considering the difficulties donor organizations have experienced implementing changes in the health sector. Now USAID is exploring opportunities to expand assistance in infectious disease and reproductive health. USAID health assistance focuses on children and the elderly.

Performance and Prospects

Progress has been uneven in the three areas where USAID has provided assistance. There has been the greatest success in the area of medical partnerships, where USAID has been active for the longest period. A medical partnership program, which is just now concluding, has improved emergency medical care. A new partnership under development will focus on strengthening institutions which provide primary health care.

Progress has been slow in reproductive health care because until recently USAID had no contractors working on this in Ashgabat and because there was a lack of commitment within the Ministry of Health. Recent USAID help in developing a Reproductive Health Strategy for Turkmenistan has contributed to a more favorable environment for family planning policy and services, greater interest in improving public knowledge of reproductive health and access to family planning services. Several local NGOs have developed innovative community-based reproductive health pilot programs.

In infectious disease, training has been provided to medical technicians as a first step improving the quality of hepatitis laboratories. This program is also in the initial stages of designing more efficient and cost-effective surveillance measures. USAID will support an assessment of the disease burden of viral hepatitis and the Ministry of Health's capacity to support sentinel surveillance in the spring of 1999.

Possible Adjustments to Plans

There are possibilities for expansion of USAID's health assistance at the local level. USAID will consider expanding in the health sector wherever local *Hakims* such as the Hakim of Dashowuz Vilyet, are committed to improving the health standards of their communities.

Other Donor Programs

UNICEF is working with water-borne diseases and childhood infectious disease programs in Dashowuz Vilyet, which is part of the Aral Sea disaster zone. The UN Population Fund has been working in the field of family planning and reproductive health. Peace Corps runs health education programs in rural areas. Counterpart Consortium funds NGOs that offer community training to combat water-borne diseases. All the above organizations are possible collaborating partners for the new NGO Networks for Health pilot project in Dashowuz Vilyet. Doctors Without Borders has initiated a DOTS TB program in the Dashowuz Vilyet; as the program evolves, USAID may provide additional support.

Principal Contractors, Grantees and Agencies

The Centers for Disease Control and Prevention, the American International Health Alliance (AIHA), the Futures Group, and a consortium of U.S. health care PVOs led by the Adventist Development and Relief Agency (ADRA) are all working on special health initiatives.

Performance Data Tables

OBJECTIVE: 4.1 Special Initiatives: Infectious Disease			
APPROVED: 1998		COUNTRY/ORGANIZATION: Turkmenistan, USAID/CAR	
RESULT NAME: N/A ? Congressionally mandated earmark			
INDICATOR: Increased number of Velayats following DOTS procedure effectively			
UNIT OF MEASURE: Number of Velayats SOURCE: Centers for Disease Control and Prevention (CDC) in Central Asia and Project HOPE INDICATOR DESCRIPTION: The Directly Observed Treatment - Short Course (DOTS) procedure for treatment of tuberculosis patients has been approved by the World Health Organization as the most cost-effective treatment. DOTS use is considered effective if at least 85% of smear positive cases are converted to smear negative after DOTS therapy. COMMENTS: Activities on introducing WHO recommended DOTS therapy are only in the beginning stages.	YEAR	PLANNED	ACTUAL
	1999	1	
	2000	2	

OBJECTIVE: 4.1 Special Initiatives: Family Planning/Reproductive Health			
APPROVED: 1998		COUNTRY/ORGANIZATION: Turkmenistan, USAID/CAR	
RESULT NAME: N/A ? Congressionally mandated earmark			
INDICATOR: Increased number of Women?s Resource Centers providing family planning services			
UNIT OF MEASURE: Number of Women?s Resource Centers SOURCE: PVO/NGO Networks Project INDICATOR DESCRIPTION: Women?s centers providing Information Education and Communication training and linking the Ministry of Health with PVOs to strengthen family planning COMMENTS: This will be a new activity starting in April 1999.	YEAR	PLANNED	ACTUAL
	1999	10	
	2000	20	

Special Initiatives 4.2: Cross-cutting programs

USAID's Participant Training Project provided training in four strategic areas: 1) transition to a market economy; 2) supporting democratic initiatives; 3) strengthening social change; and 4) developing energy and environmental policy. In FY 1998, the program concentrated on in-country training activities to provide the technical skills needed to effectively implement policy change and third-country training. The Training Project draws on technical expertise of USAID contractors in the region to deliver short-term training in a variety of formats: seminars, workshops, on-the-job training, internships, progressive modules, tiered training, observation and study tours, programmed learning and conferences. Nearly 600 Turkmen, 45 percent of whom were women, were trained in FY 1998. This is a success story, in itself, given the government's apparent ambivalence toward training

Turkmenistan citizens from both the government and private sector participate in specially designed courses in the United States, third countries and in the Central Asia region. These courses cover such subjects as public sector financial management, health care reform which introduces modern clinical services and reproductive health, privatization, and energy and environment topics. While highly appreciative of U.S.-based training, Turkmen officials have expressed interest in expanding in-country training programs and in long-term technical assistance that will help them achieve specific reform goals. The training has been adjusted in FY 1998 to respond this concern and included considerably more opportunities for both in-country and third-country training; the program will continue to do so in the future.

The overarching purpose of the trainings is to assist officials in implementation of policies which USAID technical assistance will have helped create. Training is used as a precursor to anticipate Technical Assistance intervention strategies, hopefully creating a more receptive audience for reform. One of the unique features of the project is the significant cross-border training, using one Central Asian country's successful experiences as the training context for another.

FY 1999 Budget Request by Program/Country

13-May-99

02:05 PM

Program/Country: TURKMENISTAN

Approp Acct:

Scenario

S.O. # , Title		FY 1999 Request													Est. S.O.	Est. S.O.
	Bilateral/ Field Spt	Total	Micro- Enterprise	Agri- culture	Other Economic Growth	Children's Basic Education (*)	Other HCD	Population	Child Survival (*)	Infectious Diseases (*)	HIV/AIDS (*)	Other Health	Environ	D/G	Expendi- tures	Pipeline End of FY 99
SO 1.2: Increased Soundness of Fiscal Policies and Fiscal Management Practices																
	Bilateral	721000			721000										504700	216300
	Field Spt	0														
		721,000	0	0	721,000	0	0	0	0	0	0	0	0	0	504,700	216,300
SO 1.3: Accelerated Development and Growth of Private Enterprises																
	Bilateral	2129000		479000	1650000										1490300	638700
	Field Spt	0														
		2,129,000	0	479,000	1,650,000	0	0	0	0	0	0	0	0	0	1,490,300	638,700
SO 1.3: Central Asian-American Enterprise Fund																
	Bilateral	1000000	850000		150000										700000	300000
	Field Spt	0														
		1,000,000	850,000	0	150,000	0	0	0	0	0	0	0	0	0	700,000	300,000
SO 4.1: Increased, Better-Informed Citizens' Participation in Political and Economic Decision-Making																
	Bilateral	1050000												1,050,000	735000	315000
	Field Spt	0														
		1,050,000	0	0	0	0	0	0	0	0	0	0	0	1,050,000	735,000	315,000
SO 4.1: Health Earmarks																
	Bilateral	1800000						500000		400000		900,000			1260000	540000
	Field Spt	0														
		1,800,000	0	0	0	0	0	500,000	0	400,000	0	900,000	0	0	1,260,000	540,000
SO 4.1: Transfers and Allocations																
	Bilateral	3720000													2604000	1116000
	Field Spt	0														
		3,720,000	0	0	0	0	0	0	0	0	0	0	0	0	2,604,000	1,116,000
SO 4.2: Exchanges and Training (Global Training Project)																
	Bilateral	1800000			500000		300000					400,000	300000	300,000	1260000	540000
	Field Spt	0														
		1,800,000	0	0	500,000	0	300,000	0	0	0	0	400,000	300,000	300,000	1,260,000	540,000
SO 4.2: Eurasia Foundation																
	Bilateral	0													0	0
	Field Spt	0														
		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SO 4.2: Special Initiatives (PD&S)																
	Bilateral	200000			66000							54,000	40000	40,000	140000	60000
	Field Spt	0														
		200,000	0	0	66,000	0	0	0	0	0	0	54,000	40,000	40,000	140,000	60,000
Total Bilateral		12,420,000	850,000	479,000	3,087,000	0	300,000	500,000	0	400,000	0	1,354,000	340,000	#VALUE!	8,694,000	3,726,000
Total Field Support		0	0	0	0	0	0	0	0	0	0	0	0	#VALUE!	0	0
TOTAL PROGRAM		12,420,000	850,000	479,000	3,087,000	0	300,000	500,000	0	400,000	0	1,354,000	340,000	1,390,000	8,694,000	3,726,000

FY 99 Request Agency Goal Totals	
Econ Growth	3,937,000
Democracy	1,390,000
HCD	300,000
PHN	2,554,000
Environment	340,000
Program ICASS	0
GCC (from all Goals)	0

FY 99 Account Distribution (DA only)	
Dev. Assist Program	12420000
Dev. Assist ICASS	
Dev. Assist Total:	12420000
CSD Program	0
CSD ICASS	
CSD Total:	0

FY 2000 Budget Request by Program/Country

13-May-99

02:05 PM

Program/Country: TURKMENISTAN

Approp Acct:

Scenario

O. # , Title		FY 2000 Request													Est. S.O.	Est. S.O.
	Bilateral/ Field Spt	Total	Micro- Enterprise	Agri- culture	Other Economic Growth	Children's Basic Education (*)	Other HCD	Population	Child Survival (*)	Infectious Diseases (*)	HIV/AIDS (*)	Other Health	Environ	D/G	Expendi- tures	Pipeline End of FY 00
SO 1.2: Increased Soundness of Fiscal Policies and Fiscal Management Practices																Year Final Oblig: 2005
	Bilateral	700,000			700000										490000	210000
	Field Spt	0														
		700,000	0	0	700,000	0	0	0	0	0	0	0	0	0	490,000	210,000
SO 1.3: Accelerated Development and Growth of Private Enterprises																Year Final Oblig: 2006
	Bilateral	1,800,000	1000000		800000										1260000	540000
	Field Spt	0														
		1,800,000	1,000,000	0	800,000	0	0	0	0	0	0	0	0	0	1,260,000	540,000
SO 1.3: Central Asian-American Enterprise Fund																Year Final Oblig: 2004
	Bilateral	500,000	500000		0										350000	150000
	Field Spt	0														
		500,000	500,000	0	0	0	0	0	0	0	0	0	0	0	350,000	150,000
SO 4.1: Increased, Better-Informed Citizens' Participation in Political and Economic Decision-Making																Year Final Oblig: 2002
	Bilateral	1,000,000												1,000,000	700000	300000
	Field Spt	0														
		1,000,000	0	0	0	0	0	0	0	0	0	0	0	1,000,000	700,000	300,000
SO 4.1: Health Earmarks																Year Final Oblig: N/A
	Bilateral	2,500,000						1650000		800000		50,000			1750000	750000
	Field Spt	0														
		2,500,000	0	0	0	0	0	1,650,000	0	800,000	0	50,000	0	0	1,750,000	750,000
SO 4.1: Transfers and Allocations																Year Final Oblig: N/A
	Bilateral	4,000,000													2800000	1200000
	Field Spt	0														
		4,000,000	0	0	0	0	0	0	0	0	0	0	0	0	2,800,000	1,200,000
SO 4.2: Exchanges and Training (Global Training Project)																Year Final Oblig: 2006
	Bilateral	900,000			243000		153000					198,000	153000	153,000	630000	270000
	Field Spt	0														
		900,000	0	0	243,000	0	153,000	0	0	0	0	198,000	153,000	153,000	630,000	270,000
SO 4.2: Eurasia Foundation																Year Final Oblig: N/A
	Bilateral	0													0	0
	Field Spt	0														
		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SO 4.2: Special Initiatives (PD&S)																Year Final Oblig: N/A
	Bilateral	100,000			33000							27,000	20000	20,000	70000	30000
	Field Spt	0														
		100,000	0	0	33,000	0	0	0	0	0	0	27,000	20,000	20,000	70,000	30,000
Total Bilateral		11,500,000	1,500,000	0	1,776,000	0	153,000	1,650,000	0	800,000	0	275,000	173,000	#VALUE!	8,050,000	3,450,000
Total Field Support		0	0	0	0	0	0	0	0	0	0	0	0	#VALUE!	0	0
TOTAL PROGRAM		11,500,000	1,500,000	0	1,776,000	0	153,000	1,650,000	0	800,000	0	275,000	173,000	1,173,000	8,050,000	3,450,000

FY 00 Request Agency Goal Totals	
Econ Growth	3,276,000
Democracy	1,173,000
HCD	153,000
PHN	2,878,000
Environment	173,000
Program ICASS	0
GCC (from all Goals)	0

FY 00 Account Distribution (DA only)	
Dev. Assist Program	11500000
Dev. Assist ICASS	
Dev. Assist Total:	11500000
CSD Program	0
CSD ICASS	
CSD Total:	0

FY 2001 Budget Request by Program/Country

13-May-99

02:05 PM

Program/Country: TURKMENISTAN

Approp Acct:

Scenario

O. # , Title		FY 20001 Request													Est. S.O.	Est. S.O.	Future
	Bilateral/ Field Spt	Total	Micro- Enterprise	Agri- culture	Other Economic Growth	Children's Basic Education (*)	Other HCD	Population	Child Survival (*)	Infectious Diseases (*)	HIV/AIDS (*)	Other Health	Environ	D/G	Expendi- tures	Pipeline End of FY 01	Cost (POST- 2001)
SO 1.2: Increased Soundness of Fiscal Policies and Fiscal Management Practices															Year Final Oblig: 2005		
	Bilateral	700,000			700000										490000	210000	2520000
	Field Spt	0															
		700,000	0	0	700,000	0	0	0	0	0	0	0	0	0	490,000	210,000	2,520,000
SO 1.3: Accelerated Development and Growth of Private Enterprises															Year Final Oblig: 2006		
	Bilateral	1,800,000	1000000		800000										1260000	540000	3400000
	Field Spt	0															
		1,800,000	1,000,000	0	800,000	0	0	0	0	0	0	0	0	0	1,260,000	540,000	3,400,000
SO 1.3: Central Asian-American Enterprise Fund															Year Final Oblig: 2004		
	Bilateral	500,000	500000	0											350000	150000	N/A
	Field Spt	0															
		500,000	500,000	0	0	0	0	0	0	0	0	0	0	0	350,000	150,000	N/A
SO 4.1: Increased, Better-Informed Citizens' Participation in Political and Economic Decision-Making															Year Final Oblig: 2002		
	Bilateral	1,000,000												1,000,000	700000	300000	1200000
	Field Spt	0															
		1,000,000	0	0	0	0	0	0	0	0	0	0	0	1,000,000	700,000	300,000	1,200,000
SO 4.1: Health Earmarks															Year Final Oblig: N/A		
	Bilateral	2,000,000						700000		400000		900,000			1400000	600000	N/A
	Field Spt	0															
		2,000,000	0	0	0	0	0	700,000	0	400,000	0	900,000	0	0	1,400,000	600,000	N/A
SO 4.1: Transfers and Allocations															Year Final Oblig: N/A		
	Bilateral	3,000,000												0	2100000	900000	N/A
	Field Spt	0															
		3,000,000	0	0	0	0	0	0	0	0	0	0	0	0	2,100,000	900,000	N/A
SO 4.2: Exchanges and Training (Global Training Project)															Year Final Oblig: 2006		
	Bilateral	900,000			243000		153000					198,000	153000	153,000	630000	270000	2000000
	Field Spt	0															
		900,000	0	0	243,000	0	153,000	0	0	0	0	198,000	153,000	153,000	630,000	270,000	2,000,000
SO 4.2: Eurasia Foundation															Year Final Oblig: N/A		
	Bilateral	0												0	0	0	N/A
	Field Spt	0															
		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	N/A
SO 4.2: Special Initiatives (PD&S)															Year Final Oblig: N/A		
	Bilateral	100,000			33000							27,000	20000	20,000	70000	30000	0
	Field Spt	0															
		100,000	0	0	33,000	0	0	0	0	0	0	27,000	20,000	20,000	70,000	30,000	0
Total Bilateral		10,000,000	1,500,000	0	1,776,000	0	153,000	700,000	0	400,000	0	1,125,000	173,000	1,173,000	7,000,000	3,000,000	9,120,000
Total Field Support		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL PROGRAM		10,000,000	1,500,000	0	1,776,000	0	153,000	700,000	0	400,000	0	1,125,000	173,000	1,173,000	7,000,000	3,000,000	9,120,000

FY 01 Request Agency Goal Totals	
Econ Growth	3,276,000
Democracy	1,173,000
HCD	153,000
PHN	2,378,000
Environment	173,000
Program ICASS	0
GCC (from all Goals)	0

FY 01 Account Distribution (DA only)	
Dev. Assist Program	10000000
Dev. Assist ICASS	
Dev. Assist Total:	10000000
CSD Program	0
CSD ICASS	
CSD Total:	0

MISSION WORKSHEET

Last edit: 17-Mar-99 12:00 AM

US ASSISTANCE TO TUR (FY'99 PROGRAM BUDGET)-TURKMENISTAN - USAID / CAR

(rounded amounts by '000)

in US dollars

OFFICE	PROJ. No	S.O.	PROJECT COMPONENT	Budget						Obligation Location	FY 2000 CP	Remarks
				FY98 C/O			FY99 OYB					
				Actual	Changes	Total	Proposed	Changes	Total			
1	2	3	4	5	6	7	8	9	10	11	12	13
PPS	110-0001		<u>Special Initiatives</u>									
		4.2	Program Design & Support				200,000		200,000	MACS	100,000	
			<u>Sub-Total</u>				200,000		200,000		100,000	
OST	110-0004		<u>Health Care</u>									
		4.1	Medical Partnerships				900,000		900,000		2,000,000	
			AIHA				850,000		850,000	NMS		
			Program Design and Support				50,000		50,000	MACS		
		4.1	Vaccine & Pharmaceutical Security				400,000		400,000			
			CDC/Project Hope				400,000		400,000	MACS		
		4.1	Women's Health/Family Planning				500,000		500,000			
			PVO/NGO Networks				260,000		260,000	NMS		
			Futures Group				200,000		200,000	NMS		
			Program Design and Support				40,000		40,000	MACS		
			<u>Sub-Total</u>				1,800,000		1,800,000		2,000,000	
ODT	110-0007		<u>Democratic Reform</u>									
		4.1	Political Process				1,050,000		1,050,000		1,000,000	
			ABA/CEELI				350,000		350,000	MACS		
			IFES Survey				100,000	(50,000)	50,000	MACS		FY99OYB 02/19 \$50K
			New activities				100,000	50,000	150,000	MACS		FY99OYB 02/19 (\$50K)
			Counterpart				450,000		450,000	MACS		
			ISAR				50,000		50,000	NMS		
			<u>Sub-Total</u>				1,050,000		1,050,000		1,000,000	

III. SUPPLEMENTAL ANNEXES

Environmental Impact

With the CAR Mission taking COTR and financial management responsibility for the majority of contracts and grants under each of its SOs, guidelines are needed to ensure compliance with overall Agency environmental policies and procedures (per 22 CFR 216). Toward that end, an ENI/EEUD/ENR representative consulted extensively with the USAID/CAR's Office of Energy and Environmental Initiatives (OEEI) over the past year and helped update Mission files with environmental compliance documents for ENI Bureau projects. Based on discussions during that visit, staff from OEEI with input from environmental specialists in the ENI and Global Bureaus, have developed a Mission Order (MO) which outlines the procedures and responsibilities of each of the Mission's strategic objective Team Leaders in complying with the regulations. The MO received final approval shortly before R4 submission.

In order to determine whether new or amended IEEs are needed, each SO team will review ENI Bureau projects environmental compliance documentation, where applicable, and the environmental aspects of its on-going activities.

It is anticipated that the latter action will not be an onerous task and few IEEs will be necessary for CAR. The majority of those that will be completed after the assessment are not expected to require lengthy documentation because throughout the CAR Mission, assistance is focused on legal and regulatory reform, training, and institutional strengthening. At present there are no construction projects and very few engineering or commodity purchases (mainly ADP and office equipment) as part of the Mission portfolio that would require an extensive environmental assessment. Therefore, the Mission anticipates at the time of R4 submission that significant resources from Washington will not be needed to assist in the above efforts.

Updated Results Framework

SO1.2 Increased soundness of fiscal policies and fiscal management practices.

IR1.2.1 Central government shifted roles and responsibilities as primary fiscal manager and regulator vis-a-vis local government, state-owned enterprises and private sector.

IR1.2.1.2 Roles and responsibilities of different levels of government clarified.

IR1.2.2 Government of Turkmenistan complied with the international financial institutions' conditions.

IR1.2.4 Improved budget management.

IR 1.2.4.1 Expenditure allocation process rationalized.

IR1.2.4.2 Government borrowing is less inflationary.

SO 1.3 Accelerated development & growth of private enterprises.

IR 1.3.1 Improved operating environment for private sector growth.

IR 1.3.1.1 Improved policies, laws and regulations in place to ensure competition and allow for easy market entry and exit.

IR 1.3.1.2 Administrative agencies strengthened to enforce policies, laws and regulations.

IR 1.3.1.3 Business and business advocacy groups strengthened.

IR 1.3.1.4 Government of Turkmenistan complied with the international financial institutions' conditions.

IR 1.3.2 Human resources improved to function in a market economy.

IR 1.3.3 Increased availability of and access to capital and technological resources for the private sector.

Evaluation Agenda

GAO Audit December 1998

SO 1.4 (Market Transition - Financial Sector Reform)

Capital Markets Exploratory Assessment, January 1999

Land Privatization, November 1998

SO 3.2 (Social Transition - Health Care Reform)

Health Program Review anticipated in August 1999

Special Initiatives 4.1 (Reproductive Health)

Reproductive Health Strategy Assessment, June 1998

IV. APPENDICES

Appendix A: Glossary of Acronyms

ABA/CEEI - American Bar Association/ Central and East European Law Initiative
ADRA - Adventist Development and Relief Agency
AIHA - American International Health Alliance
CAAEF - Central Asian-American Enterprise Fund
CAR - Central Asian Region
CBT - Central Bank of Turkmenistan
CDC - Centers for Disease Prevention & Control
COTR - Contracting Officer's Technical Representative
DOTS - Directly Observed Treatment, Short Course
EBRD - European Bank for Reconstruction & Development
EEUD - Officer of Environment, Energy & Urban Development
ENI - Bureau for Europe and the New Independent States
ENR - Environment & Natural Resources
FSN - Foreign Service National
FY- Fiscal Year
GDP - Gross Domestic Product
GOTX - Government of Turkmenistan
GTZ - German Agency for Technical Cooperation
HOPE - Health Opportunity for People Everywhere
IEE - Initial Environmental Examination
IFI - International Financial Institutions
IMF - International Monetary Fund
ISAR - Initiative for Social Action and Renewal in Eurasia
IR - Intermediate Result
MO - Mission Order
NGO - Non-governmental organization
OEEI - Office of Energy & Environmental Initiatives
OSCE - Organization for Security and Cooperation in Europe
PVO - Private Voluntary Organization
R4 - Results, Review and Resource Request
SME - Small and Medium-sized Enterprise
S.O. - Strategic Objective
TB - Tuberculosis
UN - United Nations
UNDP - United Nations Development Programme
UNICEF - United Nations Children Fund
EU/TACIS - European Union / Technical Assistance for Commonwealth of Independent States
USAID - United States Agency for International Development
USAID/CAR - USAID/Central Asian Region

USDA - United States Department of Agriculture
WHO - World Health Organization